

Community Involvement Plan Update for Ballard, Enoch Valley and Henry (P4) Mines



Prepared for:
Idaho Department of Environmental Quality



Prepared by:
North Wind Resource Consulting



June 2017

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Prepared under contract to the Idaho Department of Environmental Quality
Pocatello Regional Office Mining Program

In support of
Community Involvement for Selenium Issues in Southeast Idaho

For the U.S. Environmental Protection Agency and the following support agencies:

Idaho Department of Environmental Quality
Shoshone Bannock Tribes
U.S. Department of the Interior, Bureau of Land Management
U.S. Department of Agriculture, Forest Service
U.S. Fish and Wildlife Service

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ACRONYMS AND ABBREVIATIONS

BLM	Bureau of Land Management
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CIP	Community Involvement Plan
CO/ASAOC	Consent Order/Administrative Settlement Agreement Order on Consent
EPA	U.S. Environmental Protection Agency
FS	feasibility study
IDEQ	Idaho Department of Environmental Quality
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
P4	P4 Production, LLC
RCRA	Resource Conservation and Recovery Act
RI	remedial investigation
USFS	U.S. Forest Service

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1. OVERVIEW

The Environmental Protection Agency has developed this Community Involvement Plan (CIP) Update to provide an avenue for public participation and two-way communication, as well as to provide accurate, straightforward, and up-to-date information on the progress of the remedial investigations (RIs) and feasibility studies (FSs) for the Ballard, Enoch Valley and Henry Mines. The objectives of this plan are:

- Inform the public of current and planned site activities
- Maintain open communication with the public about any subsequent remedial actions, answering questions and addressing concerns as they occur
- Provide interested parties with information to support decision making
- Provide opportunities for people to comment on, and be involved in, technical decisions when appropriate
- Encourage and help local citizens to provide input on agency decisions that will have long-term effects on their community

The initial CIP was completed in 2010 and updated in 2012 and now in 2017. It describes how the EPA, in cooperation with federal, state and Tribal agencies, proposes to work with the community and other stakeholders throughout the RI/FS and any subsequent remedial actions at the sites, which are being completed under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA – the “Superfund” law).

This CIP is a dynamic document and will evolve as the interests of the affected parties are considered and included in the review process. Implementation of this plan meets regulatory requirements through effective public involvement and distribution of information as the project advances.

The EPA is sending this plan to individuals who participated in community interviews held in July 2009 relating to cleanup of the three P4 mines and the nearby Conda Mine, where a CERCLA RI/FS is also in progress on a similar schedule. In addition, the updated plan will be posted for review and comment on the EPA website (<https://yosemite.epa.gov/R10/cleanup.nsf/sites/p4mines>) and at the Soda Springs Library. If you have questions concerning this site or this plan, or would like additional information, please contact any of the following individuals:

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2. SITE HISTORY AND DESCRIPTION

Southeast Idaho is a major phosphate-producing region, and phosphate mining has been an important industry in the area since the early 20th century. Overall, the southeast Idaho phosphate mining district encompasses 2,500 square miles within Bannock, Bear Lake, Bingham, and Caribou Counties. In 1996, isolated livestock deaths from grazing on selenium-contaminated plants prompted public and agency concern about the impact on people's health and the environment from potential releases of selenium and other naturally occurring constituents from mining activities.

Phosphate mining has resulted in waste rock piles and exposed open pit walls that contain selenium and other contaminants of potential concern. Past studies – including mining company investigations, area-wide investigations, mine-specific studies, and others – have identified these waste rock piles as possible sources of these contaminants which may pose a risk to human health and/or the environment. Exposing waste rock to precipitation and snow melt leaches naturally occurring constituents, allowing them to potentially impact groundwater, surface water, sediment, soil, and plants at and beyond the former mining areas.

The EPA, Bureau of Land Management, U.S. Forest Service, Department of the Interior, Idaho Department of Environmental Quality, Shoshone Bannock Indian Tribes, and P4 Production, LLC, entered into an Administrative Settlement Agreement/Order on Consent (ASAOC) in November 2009. The ASAOC, in conjunction with a July 2000 Memorandum of Understanding concerning contamination

from the phosphate mining operations in Southeast Idaho, establishes that the Ballard, Enoch Valley, and Henry Mines will be evaluated for potential hazardous waste releases by conducting an RI/FS consistent with the National Oil and Hazardous Substances Pollution Contingency Plan. The EPA is designated as the “Lead Agency,” with BLM, USFS, and IDEQ participating as “support agencies.” As former operator of the Ballard, Enoch Valley and Henry Mines, P4 entered into the ASAOC and will investigate the sites with agency oversight. The three mines are collectively referred to as the P4 Mines.

The P4 Mines are located northeast of Soda Springs and east of State Highway 34 (see map). The three mines are located on lands that are a mix of ownership with much of the land privately owned.

The Ballard Mine is a historic phosphate mine that operated from 1951 to 1969. It is located on private and state lands in Caribou County, about 12 miles north of Soda Springs. The mine site is comprised of six distinct open mine pits (191 acres), six distinct waste rock dumps (317 acres), various sedimentation ponds, haul roads, shop building, and other facilities (96 acres). The footprint of the mining disturbance is about 1.7 miles long and 1.2 miles wide. Around 10.4 million tons of phosphate ore were mined, with all of the ore hauled to P4's elemental phosphorous plant near Soda Springs. Approximately 20 million cubic yards of waste rock were stripped, with about two million cubic yards used to backfill pits, and the

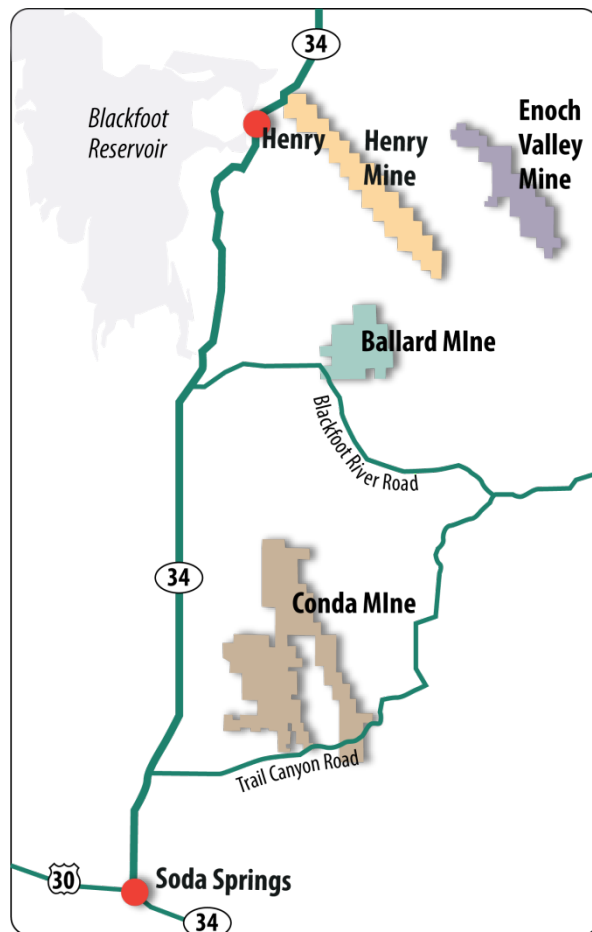


Figure 1. Map showing the locations of the Ballard, Enoch Valley and Henry Mines

remainder placed in waste rock dumps. Following mining, some experimental plantings and reclamation research occurred dating back to 1958.

The Henry Mine is a historic phosphate mine that operated from 1969 to 1989. It is located about 15 miles north of Soda Springs and four miles southeast of Henry, Idaho. The mine is located mostly on state land, as well as some private and a small amount of public land administered by the BLM. The mine site is comprised of five mine pits or panels, waste rock dumps, haul roads, and sedimentation ponds. The footprint of the mining disturbance is about five miles long and one-half mile wide, with about 1,000 acres disturbed. About 18 million tons of ore and 99.6 million cubic yards of waste rock were produced. The site was reclaimed by backfilling most of the pits and grading, shaping, and replanting disturbed areas.

The Enoch Valley Mine operated from 1989 to about 2004, and again in 2015. Portions of the mine site remain active, including haul roads, ore storage, and administrative and maintenance facilities. It is located 2.5 miles east of the Henry Mine and about 19 miles northeast of Soda Springs. The mine site is located on state and public lands administered by the Forest Service as well as a small amount of private land. The mine site is comprised of two main waste rock dumps, and a large open pit most of which has been backfilled, along with ancillary facilities. Approximately 14.6 million tons of ore, and 51.5 million cubic yards of waste rock were produced. Much of the disturbed area of mine was reclaimed by shaping, spreading topsoil or growth media, and replanting.

3. COMMUNITY PROFILE

The P4 Mines are located in Caribou County, Idaho. Wyoming borders the area on the east; Utah borders the area on the south. Idaho's Bannock and Franklin Counties form its western border; and Bingham and Bonneville Counties border it on the north. Demographics of the area are as follows:

Population:

- The estimated population for Caribou County is 6,887¹
- Soda Springs, the county seat, has an estimated population of 2,982²

Age distribution:

- 5 years and younger: 7.3%
- 18 years and younger: 18%
- 65 years and older: 17.3%

Race distribution:

- White alone: 97.2%
- Black or African American alone: 0.3%
- American Indian and Alaska Native: 0.6%
- Asian: 0.5%
- Native Hawaiian or other Pacific Islander: 0.2%
- Two or more races: 1.3%
- Hispanic or Latino: 5.1%,
- white alone, not Hispanic or Latino: 92.5%

¹ U.S. Census Bureau, 2016 data, <https://www.census.gov/quickfacts/fact/table/cariboucountyidaho/BZA010215>

² U.S Census Bureau, 2016 estimate, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

Education:

- 91.4% of the population has a high school diploma or higher
- 19.3% of Caribou County residents 25 and older have bachelor's degree or higher

Income:

- Median household income: \$58,021
- Persons in poverty: 10.8%

Economic Drivers:

- Agriculture
- Phosphate mining
- Manufacturing.

“Efforts to attract more tourism have helped diversify the economy. Because the county depends heavily on natural resource-based industries – agriculture and mining – along with manufacturing, both population and employment are influenced by the national economy. Nearly half the jobs in Caribou County involve the production of fertilizer, phosphorous and weed killer. Mining and construction accounted for 20 percent, while manufacturing accounted for 23 percent of employment. Government is the county's second largest employer, providing 22 percent of nonfarm jobs.”³

3.1 Stakeholders

The primary stakeholders for this project include the EPA, IDEQ, USFS, and Shoshone-Bannock Tribes, as well as local officials, businesses, landowners, and residents in the area.

3.2 History of Community Involvement

Community involvement activities have occurred in conjunction with investigation and remedial activities of phosphate mine sites in Southeast Idaho since 2008. In fall/winter 2008, the EPA conducted interviews with agency and mining company representatives and the results were used to develop communication strategies for RI/FS work at Conda, Henry, Ballard, and Enoch Valley Mines. Following agreement on the communication strategies and a background document,⁴ the EPA interviewed area stakeholders in 2009, including elected officials (i.e., mayors, city council members, and county commissioners); staff representatives for Senators Crapo and Risch and Representative Simpson; local legislative representatives; and area landowners and residents.

The EPA issued additional remedial action updates in 2012 and again in 2014. In 2014, the agencies hosted an open house to provide an opportunity for stakeholders to discuss investigation and remedial activities at the phosphate mine sites throughout the Soda Springs area.

The agencies performed the following public information activities specific to the P4 mines:

- Distributed one factsheet and held one public information meeting in Soda Springs in 2008.

³ Idaho Department of Labor, *Caribou County Workforce Trends*, May 2017, <https://labor.idaho.gov/publications/lmi/pubs/CaribouProfile.pdf>

⁴ *Spring 2009 Update: Phosphate Mine Site Investigations in Southeast Idaho*

- Developed a display explaining the RI/FS process at the P4 Mines and Conda and installed it at the Soda Springs Library, City Hall, and Courthouse in 2011.
- Issued an updated factsheet in summer 2012.
- Provided updates on the P4 Mines in area-wide factsheets that were issued in 2012, 2014, and 2016 and during a public open house for the area-wide mine environmental investigation program in 2014.

3.3 Community Concerns and Information Needs

The EPA-conducted interviews with agency and mining company representatives in fall/winter 2008 and area stakeholders in early May 2009. The EPA interviewed elected officials first, (the Soda Springs mayor and City Council, regional staffers for the Idaho Congressional Delegation, Caribou County commissioners, and local representatives to the Idaho Legislature) and followed these with interviews of area residents; a list of potential interviewees developed during the course of the early interviews was supplemented with names of individuals who lived or worked near the P4 Mines, as well as other names recommended by stakeholders. In September 2009, the EPA hosted two interview opportunities at the Soda Springs Library, both of which were advertised in the *Caribou County Sun*.

Altogether, 63 individuals participated: 18 agency staff, 7 mining company officials, 15 elected officials, 20 private individuals who live near the mine or have economic or other interests in it, and representatives of 4 environmental interest groups. Their comments and concerns fall into the following general categories:

- | | |
|---------------------------|--------------------------------|
| • Agency actions | • Political factors |
| • Blackfoot River impacts | • Potential job/financial loss |
| • CERCLA process | • Public information |
| • Contamination | • Stakeholder relationships |
| • Cost of cleanup | • Surface water |
| • Data/data quality | • Technical approach |
| • Ecology | • Tribal issues |
| • Groundwater | • Vegetation/grazing impacts |
| • Lack of progress | • Visual and aesthetic impacts |
| • Mining company actions | |

Interview results, along with other information, are included as attachments 1A and 1B to this plan. Attachment 1A summarizes specific comments in each of these categories, showing stakeholder groups who expressed each concern. Attachment 1B includes examples of text from interviews (respondents are not identified). The EPA used the results of the interviews to develop the CIP for cleanup of the Conda Mine, which is located near the P4 Mines but is being addressed in a separate RI/FS.

Interviewees also provided information about their preferences for receiving information about the RI/FS and participating in the process. These preferences, summarized below, helped shape the activities recommended in this Plan.

1. Interviewees in all groups (except federal elected officials) cited inadequate public information as a concern.
2. Many interviewees said they wanted access to current information regarding contamination, area environmental investigations, and cleanup plans.
3. A number of interviewees said that they liked having a website but recommended that it be kept up-to-date with recent relevant documents.

4. Some interviewees complained that the Administrative Record at the DEQ is unavailable for search, but requires a request for specific information. Many interviewees were not aware that some records were available at the Soda Springs Library.
5. Interviewees expressed little interest in public meetings or workshops. Many cited farming and ranching obligations, winter travel hazards, and church activities as reasons for preferring other forms of communication.

Some residents have internet access, while others who live near the mine sites have no internet service. The community involvement options discussed in the CIP are those most often suggested by interviewees; they include communication methods to meet these varying needs.

4. PLANNED COMMUNITY INVOLVEMENT ACTIVITIES

The activities proposed in this CIP Update address public involvement requirements established by law or regulation for all CERCLA sites. In addition, other activities may be conducted as requested by the public. The required activities are included as a reference in Appendix A: Ballard, Enoch Valley and Henry (P4) Mines Community Involvement Plan Action Plan. Schedule estimates are approximate and will vary depending on project developments.

- Public Information Updates – Updates on project developments for the P4 Mines will continue to be prepared and distributed to stakeholders. Possible information products will include the following:
 - Fact sheets – will be used to focus on the status of the RI/FS process at the P4 Mines; describe opportunities for stakeholder involvement; and generally try to address areas of interest. They will be developed and mailed to the distribution list at key project milestones. This effort will be coordinated with distribution of area-wide annual status reports.
 - Postcards/emails – may be used to direct stakeholders to review and comment opportunities, availability of the Administrative Record, and other key project developments. Fact sheets may substitute for postcards to provide information as appropriate.
 - Press releases or briefings – will be used to announce important developments.
- Project Contact List – The EPA will maintain a contact list of stakeholders and those who have expressed an interest in the remedial investigations and feasibility studies as well as any remedial action projects.
- Administrative Record – In accordance with CERCLA, the EPA is required to develop and maintain an Administrative Record file for remedial actions and to make a copy of that file available at or near the site. The Administrative Record for this project will be available for review (prior to the public comment period on any proposed plans) at the following locations:

EPA Region 10 Office in Boise
950 W. Bannock Street
Suite 900
Boise, ID 83702
(208) 378-5763

DEQ Pocatello Regional Office
444 Hospital Way, #300
Pocatello, ID 83201
(208) 236-6160

Soda Springs Public Library
149 S Main St
Soda Springs, ID 83276-1496
(208) 547-2606

Shoshone-Bannock Tribes Library
P.O. Box 306
Fort Hall, ID 83203
(208) 478-3882

- Information Repository – CERCLA also requires that information developed, received, published, or made available to the public be accessible for public inspection and copying and/or printing at an information repository at or near the site. Technical documents and reports related to the environmental investigations and remedial action plans will also be available for review at the locations listed above.

Due to space limitations, all records will be maintained at the DEQ Pocatello Regional Office and at the Soda Springs Public Library on electronic systems that can be kept current by uploading new files regularly. The same files will also be uploaded to IDEQ's Selenium Investigations in Southeast Idaho website (deq.idaho.gov/selenium-investigations), and a CD copy can be provided to the Shoshone-Bannock Tribes for use at the Shoshone-Bannock Library Repository.

- Public Meeting/Workshop – Informational meetings/workshops will take place at major project milestones (i.e., availability of the draft Proposed Plan) as required, and will be announced and advertised at least two weeks in advance. The community involvement team will develop a public meeting plan in advance, detail plans for print and/or broadcast advertising, identify media outlets, and ensure the accuracy of mailing lists for key contacts and general distribution. Notification to stakeholders on the project contact list will take place via mail or email (depending on any preferences identified during previous correspondence).

Appendix A includes an action plan outlining specific tasks and schedules for implementing this Community Involvement Plan. The action plan will be updated at least annually to ensure actions are scheduled to meet the objectives of this Community Involvement Plan.

5. COMMUNICATIONS TEAM

Team Member	Organization	Responsibilities
Dave Tomten	EPA	<ul style="list-style-type: none"> • EPA Project Manager • Provides direction to Community Involvement Team • Reviews communication products • Participates in stakeholder interactions
Kay Morrison	EPA	<ul style="list-style-type: none"> • Public Involvement
Mike Rowe	IDEQ	<ul style="list-style-type: none"> • IDEQ Project Manager • May participate in some stakeholder interactions
Dennis Smith	CH2M	<ul style="list-style-type: none"> • CH2M Project Manager (EPA Contractor) • Reviews communication products • May participate in some stakeholder interactions
Buck Swaney	North Wind	<ul style="list-style-type: none"> • North Wind Project Manager (IDEQ Contractor) • Community Involvement Coordinator • Develops communications products
Kelly Green	North Wind	<ul style="list-style-type: none"> • Regulatory Specialist • Develops communications products
Jordan Davies	North Wind	<ul style="list-style-type: none"> • Community Involvement Specialist • Meeting and information material logistics • Develops communications products

APPENDIX A

Ballard, Enoch Valley and Henry (P4) Mines Community Involvement Plan Action Plan

Task	Schedule
Update contact list	Ongoing throughout the project
Prepare and issue Ballard Mine Fact Sheet	Later summer/early fall 2017
Prepare and issue Ballard Mine Proposed Plan	Late summer/early fall 2017
Hold public comment period and public meeting for Ballard Mine Proposed Plan	Fall 2017
Conduct editorial board meetings with selected local newspaper editors (<i>Caribou County Sun</i> , <i>The News-Examiner</i> , <i>Idaho State Journal</i> , <i>The Post Register</i>) to provide project background and status	Winter/Spring 2017
Update Administrative Record/Information Repository	Ongoing throughout the project
Update and issue Community Involvement Plan for Ballard, Henry and Enoch Valley Mines	Winter 2017
Prepare and issue Henry Mine Proposed Plan	2018